DOCUMENT RESUME

ED 329 694 CE 057 102

AUTHOR	Docherty, Anne, Ed.
TITLE	Wider Horizons, Wider Choices: Educational Guidance for Adults in an Expanded Europe. Report of a Conference of the European Bureau of Adult Education (Glasgow, Scotland, United Kingdom, March 31-April 4, 1990).
INSTITUTION	Scottish Inst. of Adult and Continuing Education, Edinburgh (Scotland).
SPONS AGENCY	Commission of the European Communities, Brussels (Belgium).; European Cultural Foundation, Amsterdam (Netherlands).
PUB DATE	90
NOTE	54p.
PUB TYPE	Collected Works - Conference Proceedings (021)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Access to Education; *Adult Counseling; *Adult Education; Adult Educators; *Career Guidance; Case Studies; Demography; Economic Factors; Educational Policy; Foreign Countries; Guidance Programs; Labor Market
IDENTIFIERS	*European Community; Ireland; Netherlands; United Kingdom

ABSTRACT

A European conference studied the implications from the learner's point of view for adult education and training guidance in an expanded Europe. The two main questions addressed were: How can adult learners make informed choices about education and training in the changing economic and demographic context? and How can the requirements of adult learners be used to help shape future European provision? Before arriving at the conference, the 68 participants had reviewed a copy of the commissioned paper, "Educational Guidance for Adults: An Overview of Principles and Practice in the European Community." The conference began with an introduction, its themes, and its role in the 4-year program of the European Bureau of Adult Education, "The Education and Training of Adults in a Changing Employment Market." This opening session included an overview of principles and practice of adult educational guidance in the European Community and a presentation about current policies and developments. The conference considered three country case studies of guidance in the United Kingdom, the Netherlands, and Ireland. The major questions addressed were: How can a country with local guidance systems extend access for adult learners in Europe? How can adult educators anticipate and respond to changes in the labor market in Europe? and What relevance does guidance have for a peripheral country with an underdeveloped system of adult education? Delegates also assessed how far countries have implemented information and counseling services for adults and identified current issues in and the characteristics of adult guidance. The conference featured a panel of delegates from eastern European countries who reported on and answered questions about adult education and guidance in their own countries. The conference concluded with the implications of adult education and training guidance in the future. (Five appendices are included with these proceedings.) (NLA)

ED329694

"Wider Horizons, Wider Choices: Educational Guidance for Adults in an Expanded Europe"

Report of a conference of the European Bureau of Adult Education

Glasgow, 31 March - 4 April, 1990

edited by Anne Docherty

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

E Green

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

SIACE
Scottish Institute of Adult and Continuing Education

BEST COPY AVAILABLE

CE 057 102

Table of Contents

Acknowledgements		1
Opening statements		2
Case studies:	United Kingdom	7
	Netherlands	11
	Ireland	14
Discussion groups		17
Panel on Eastern Europe		21
Dialogue		23
Conclusions		25
Evaluation		26

Appendices

1. Conference programme
2. Educational guidance for adults: an overview of principles and practice in the European Community. Vivienne Rivis
3. UNESCO suggestions for future action on guidance and counselling
4. Notes on visits to examples of guidance in action
5. Names and addresses of participants

Acknowledgements

SIACE wishes to acknowledge gratefully the financial contributions to this conference from the Commission of the European Communities and the European Cultural Foundation. We also very much appreciate the receptions given to participants by Dumbarton District Council and Strathclyde Regional Council.

We are also very grateful for the help given by all the contributors to the event, for the excellent interpreting service provided by Margaret Tezerijo, for the hard work of the staff at St Andrews College and for the meticulous administrative arrangements by Liz Campbell and Elizabeth Bryan from the SIACE office.

Finally, we are particularly grateful to members of the conference planning committee for all the sound advice and the many forms of practical help which they gave freely to the event. The planning committee consisted of the following individuals from the United Kingdom, the Republic of Ireland and the Netherlands:

Carole Barnes, Scottish Wider Access Programme (South-East of Scotland Consortium); Peter de Vreede, Oud Poelgeest; Anne Docherty, National Association of Educational Guidance Services; Dorothy Eagleson, Educational Guidance Service for Adults, Belfast; Elisabeth Gerver, Scottish Institute of Adult and Continuing Education; Tom Inglis, AONTAS; Joan Rees, Network Scotland Limited; Vivienne Rivis, Educational Guidance Initiative, England and Wales.

Opening statements

Introduction

Welcoming delegates to the conference, Dr Elisabeth Gerver, Director of SIACE and convener of the conference planning group, focused on the two main issues which the conference would address:

* How can adult learners be helped to make informed choices about education and training in the changing economic and demographic context?

* How can the requirements of adult learners, as identified in the guidance process, be used to help to shape future European provision?

The conference aimed to address, from the learner's point of view, the implications for adult educational guidance of the single European market and the rapid changes in Eastern Europe. Learning now had to be set in a wider European context than had hitherto been envisaged for the last decade of the 20th century.

Mr Bill Bax, Director of the European Bureau of Adult Education, outlined the Bureau's structure and organisation. Its policy is increasingly to concentrate on adult education for target groups, by examining the need for developmental work in specific areas, such as adult education and employment. An international co-ordinated approach had been planned, as Mr Peter Clyne, Rapporteur General, Education and Training of Adults in a Changing Employment Market, went on to explain.

In 1987, the European Bureau of Adult Education launched a four year programme of conferences, meetings and seminars. The main aim had been to study the part played by informal, general and community based education in the vocational education and training of adults. This conference in Glasgow was the sixth in the series. The final report of the four year programme and the concluding conference in 1991 will take account of the new political reality of major changes underway in Eastern Europe as well as of the completion of the single European market.

Guidance in European countries

Ms Vivienne Rivis commented on her paper, "Educational Guidance for Adults: an Overview of Principles and Practice in the European Community" (see appendix 2). She noted that the paper was a working document, not a research report. She thanked those who had already contributed information for it, and invited comments and further information from delegates.

She said that the current debate in most countries represented at the conference appeared to focus on three issues:

* guidance as a process of directing people to education and training which benefits the economy;

* guidance as a way of helping people to gain control of their lives through education and training and through making provision responsible to learners;

* guidance as a process which ensures that individual decisions about learning are helpful to the economy as a whole.

From the information in her report, she observed three general trends:

1. Adults seem to get some guidance in most member states, but it is likely to be provided by the employment, not the education, sector of government.

2. Adults in universities, or engaged in study in other educational institutions, do have access to advice while they study.

3. However, adults not in these categories may have difficulty in tracking down any guidance provision because of the absence of national policies or strategies for guidance for adults. Much current provision depends on local, short term projects supported by experimental or ad hoc funding. That means that where you live determines what guidance is available. Yet the demand is now for guidance staff to have European knowledge.

All member states should therefore immediately identify what provision they do have, and monitor what happens to adults who use the services. They should ensure that agencies offering a guidance service collaborate with each other locally and nationally, to offer adults the widest range of independent guidance. Databases for exchange of information on learning opportunities should be established and systems of guidance training exchange should be developed nationally and internationally. National policies must be established; otherwise, there will be no progress towards a Europe-wide code of good practice for guidance.

European Community policies for educational guidance

Volker Koditz acknowledged that an expanded Europe will mean the freer movement of capital, services, goods and people, but will there be comparable free movement of ideas and learning? Will this movement encompass only half of Europe?

He commented on the various understandings of guidance among European countries. The term "guidance" included the counselling of young students about their choice of learning and the selection of good and bad pupils, those in the latter category being "threatened" with "guidance" for poor performance. He then gave an overview of guidance as applied to adults throughout the EC.

For adults, guidance is not the norm, whereas it is for young people. Adults seek guidance when they are in an emergency situation, such as fearing unemployment. Guidance on its own is becoming more and more unusual, as agencies involved in providing guidance usually also provide training, job induction or on-going support. The result is that there is a variety of locations for such guidance providers, depending on administrative and cultural differences.

* Some educational guidance provision for young people is extended to adults (eg UK).
* Employment authorities provide guidance (eg France, Germany).
* Training agencies provide guidance (eg France, UK).
* Local or regional authorities take responsibility, with no overall pattern or control (eg Italy).
* Voluntary organisations are increasing their role in this area (eg France, Spain).
* Profit-oriented companies sell such a service (eg Netherlands).
* Some employers have guidance provision for their workers, or redundancy counselling.

Other sources might be Chambers of Commerce, employers' associations, employees' associations, self help groups and Jobclubs (eg Denmark, Netherlands, Federal Republic of Germany).

For existing systems to become more suitable for adults they must:

* overcome their institutional image which many adults find unapproachable;

* be accessible - available at times which suit the work and life schedules of adults and in local places such as a neighbourhood, where clients are on their home territory and are not intimidated by unfamiliar surroundings nor financially or geographically disadvantaged by having to travel;

* provide information written especially for adults, and with local relevance, bearing in mind the local responsibilities and ties which most adults have.

Adults have their work and life experience to consider when making further choices about learning. Much in-depth, one-to-one guidance is required. Mr Koditz described a major innovation which commenced in France in September 1986: the Personal and Professional Review (similar to the UK educational guidance principles) relates personal experience to work profile. Group guidance is especially important for long-term unemployed people, and it often initiates self help groups. A system of combining guidance and training is to

be commended, as in Denmark where a very flexible system is adapted to individual needs. Bremen and Hamburg also have such provision.

Above all, there must be overall co-operation of all the people involved in providing guidance. They must overcome national and institutional boundaries and work in a European guidance network. In this way, they have much more chance of providing competent information, especially for those adults who will be looking for work in other countries.

In an address during the evening, Mr Koditz remarked on one attitude to coping with unemployment in many European countries - the belief that unemployment can be solved by giving people more and more information. Guidance is very much the product of the post-war economic crisis and the moral panic of unemployment.

The funding of guidance has two standard models in Europe:

(a) centralised funding of organisation and provision, which is inflexible, but has the advantage of guaranteeing geographical equality of provision;

(b) local funding, which is flexible in relation to needs, but what you get depends on where you live.

The role of the state is diminishing, so high competition is developing between providers, which too often negates the concept of local partnership and co-operation. Moreover, many employers are still unwilling to see guidance as part of the education and training they offer their employees. They must be convinced of the need for guidance.

Guidance staff themselves now need access to information about other countries. There is a need for a European databank. Guidance staff need to initiate schemes for the flexible provision of learning opportunities, based on what they know to be their clients' requirements. Feedback from clients and feedback to providers are essential. Enterprise counselling for self-employment is an aspect of guidance provision which requires to be developed.

Guidance for adults has to deal with complex people in a complex situation. It is not a single act, but a process and a progress. Thus co-operation and an inter-disciplinary approach are essential.

Case studies

1. United Kingdom

(a) Background paper by Dr Dorothy Eagleson

The background and development of educational guidance in the United Kingdom are summarised in the overview paper "Principles and Practice in the European Community". Although guidance takes place as an integral part of the teaching of adults in most classes and courses and many institutions offer guidance and counselling to their own students, this note is specifically concerned with the provision of education guidance services in England, Wales, Scotland and Northern Ireland, and with the National Association of Educational Guidance Services.

The National Association of Educational Guidance Services (NAEGS) was launched in 1982 "to promote freely accessible educational guidance for adults in all parts of the United Kingdom". Its aims are to:

* encourage the formation of educational guidance services and assist their maintenance and development
* promote high standards of practice
* facilitate the training of all involved in providing the services
* promote the wide acceptance of educational guidance services.

NAEGS publishes annually a directory of services, listed under Local Education Authority Areas for England and Wales, regionally for Scotland, centrally for Northern Ireland. The 1989-90 Directory lists sixty eight services* which have fulfilled the Association's criteria for full membership. These are:

* educational guidance to adults is the primary purpose of the service
* educational guidance is impartial and client centred
* educational guidance promotes equality of opportunity for learning
* educational guidance is independent of any supporting agency or institution
* educational guidance makes available information on the whole range of continuing education
* educational guidance incorporates a network of educational providers, information services, and related agencies
* educational guidance is free of charge to the general public.

* Many of these services have a central office but provide "outreach" facilities in one or more locations.

As with all directories, changes occur almost as they are printed, and the new edition will have a number of additions, especially for Scotland. Some services have unfortunately disappeared because of funding difficulties; others cannot yet meet the full criteria but are listed as associate members of NAEGS. The Association also attracts a number of individual members who usually have some involvement in guidance and counselling as part of their day to day work. Regional branches are increasing and individual members have a special contribution to make in a local context. NAEGS is currently exploring the possibility of producing a code of practice for guidance workers.

Full development of educational guidance services depends on local interest, co-operation between agencies and on the availablity and reliability of funding. Demographic changes in the UK are focusing attention on adults, who are seen as part of the answer to unfilled places in education and training courses. This development has underlined the need for independent information and guidance to be easily available to adult learners. Despite the demonstrable success of the long established services such as the Educational Guidance Service for Adults (EGSA) in Northern Ireland and Hatfield in England, national government has been slow to encourage provision. Neither Scotland nor Northern Ireland has a central initiative comparable to that which now exists for England and Wales, although in Scotland several regional authorities are now taking provision seriously; two services are under way and several others have proposals at committee stage. In Northern Ireland EGSA, centrally funded, is trying to cover the whole province with a small staff and inadequate resources.

On the other hand, the existence of the Guidance Initiative for England and Wales, the provision of earmarked funding, recent growth in Wales, the active interest of regional authorities in Scotland, the assurance of continuing funding for EGSA in Northern Ireland and the growth of NAEGS, (which now attracts nearly two hundred people to its annual conference) are very encouraging. The interest shown by international agencies - UNESCO, the International Round Table for the Advancement of Counselling, the International Association for Adult Education and, especially the European Bureau of Adult Education - has been an important stimulus, as has the involvement of the Council of Europe, the Organisation for Economic Co-operation and Development and the European Community. In the United Kingdom the support of the Association for Recurrent Education and the National Institute for Adult Continuing Education and the Scottish Institute of Adult and Continuing Education have influenced development, and there are now signs that educational guidance for adults is seen as an important item on both national and international agendas.

(b) Plenary session

This session was introduced by Dr Dorothy Eagleson, who, in referring to an earlier (Berlin, 1981) conference in this series, highlighted two themes from it which tied in with this one in 1990:

* the need to maximise access to learning for all adults

* the need to make learning more effective when people have taken it up.

In the development and current state of educational guidance services for adults, the distinction is made between guidance in the learning process (often during teaching) and for the learning process (often provided by an educational guidance service for adults).

Dr Eagleson mentioned the EGSA in Belfast, of which she was founder-director

since its inception in 1967 as the first in Europe. She stressed the benefits of its being part of the voluntary sector, though mainly funded by the Northern Ireland Department of Education. This gives it a degree of independence in that the remainder of its funding has to be obtained from other sources; it therefore has no obligation to recruit, but is a client centred, independent service.

Demographic changes are similar in nearly all EC countries - there are many more older people. But people must not "expire when they retire" - the continuum of personal development, extending and using skills and abilities must be maintained. Educational guidance has as much to offer this sector of the population as the younger people who are expected to be trainable in order to contribute to the economy.

Educational guidance is information-based. The information has to be true, up to date, accurate, reliable, complete and relevant. The guidance workers' skill lies in knowing the right moment to introduce new information to people who may never have thought of it in relation to themselves.

Mr Stephen McNair presented a simplified explanation of the UK provision of education and training for adults which is, overall, unco-ordinated, multi-faceted and extremely confusing. One third is provided by public agencies, one third by the voluntary sector, and one third is private (including provision by employers). One adult in three participates in any five-year period; one adult in three NEVER. Better educated, young, white males are the major participants.

Educational guidance, while generally free to clients, is not widely available, and may be client-centred (as provided by EGSAs) or employer centred (as provided by careers and training agencies). The research conducted by Alloway and Nelson (UDACE and SIACE, 1986) revealed that, of the ten million who would like advice about education and training, only a tiny proportion receive it. Again this indicates that where you live determines what guidance is available.

There are several issues which affect the development of guidance services in England and Wales in the context of an ageing population, industrial change, international competition and our extensive cultural diversity.

(1) The excellence v. quality debate: are we trying to give information and guidance to people making a choice in a market or are we targeting those who have least opportunity, so as to increase their chances of equality?

(2) The vocational v. educational debate: we must redefine 'vocational' to recognise that there are vocations other than paid employment.

(3) Guidance as the centre of learning: guidance underpins any learning activity and should be recognised as such.

(4) The state as provider: public funds should allocate realistic resources to guidance. (A sound political argument is that guidance saves money by ensuring that resources are being used appropriately by learners to whom they are relevant).

(5) The role of employers: firms should be moving towards negotiating programmes of work and training with employees, instead of expecting employees to fit into existing work patterns and modes. (The initiative taken by Ford UK was commendable).

The UK has the largest number of computerised information systems in Europe, including developments underway on computerised guidance. Mr Harry Mitchell, talking specifically about higher education, drew an essential distinction between computer-aided guidance systems and computerised databases.

Some interactive systems help people to choose and make decisions about their choice of learning and as such may be more than a mere tool; they may be rather an agent of change, able to relieve guidance workers of routine tasks and free them to offer the human interaction skill which is complex and individual. Computer programmes should therefore be designed with the help of those who are guidance workers.

How effective will the use of computerised systems be in extending the quality of access to guidance? Many people could be working or studying at home, using electronic communications, especially when we must consider the demographic pattern of an increasingly older population, increased need for access to higher education, and the prevalent financial constraints.

Educational guidance should welcome anyone who "discovers" educational guidance, be they client, education/training provider, or other information resource. Flexibility of delivery and accreditation of prior learning must continually be advocated by educational guidance providers, because higher education institutions must move towards a "people inclusive ethos" in practice, not just in rhetoric - moving from matching students to courses to matching courses to the students.

ERASMUS (European Community Action Scheme for the Mobility of University Students) and ECTS (European Community Course Credit Transfer System), which is a pilot project forming part of the ERASMUS programme, are now making exchanges for students possible within Europe. CATS (Credit Accumulation and Transfer Scheme), under the auspices of the Council for National Academic Awards is developing. Thus a holistic approach by learners, educational guidance workers, and providers all working together should make a notable contribution to educational guidance for adults in an expanded Europe.

The Netherlands

Background paper by Rene Caderius van Veen

Only history can account for the facts that in the Netherlands adult education and guidance were divided into different fields of work and responsibilites were distributed among various ministries.

A. The Ministry of Education & Science
B. The Ministry of Welfare, Health & Culture
C. The Ministry of Social Affairs, including the Department of Employment
D. The Department of Trade (i.e. The Ministry of Economic Affairs).

Legislation on the subject of adult education has been on its way for years. The delay has been explained by the necessity of harmonisation with new legislation on the Labour Exchange, which has been on its way for nearly three years. These developments result in numerous overlaps which are caused by lack of a general concept and co-ordination.

The following fields of adult education are dependent on three different ministries:
1. basic education 2. second-chance secondary education 3. cultural education 4. vocational education 5. additional vocational education. The

situation is further complicated by the existence of various organisations for implementation, supporting and planning which are dependent on four ministries which do not directly correspond to the five fields of adult education.

In the Netherlands we use the term "support of adult education" instead of "educational guidance for adults". We distinguish the supporting of a. institutions b. learners c. educators. These types of support are distributed almost at random among about seven types of organisations, which are at work in the field of adult education and guidance.

The more overlap between these types of organisations, the more barriers between them. Therefore, what we should do in the Netherlands is to get rid of these barriers first, to enable ourselves to widen our horizons. In the near future most of the seven types of organisations are to co-operate in "Regional Service Centres". Their working remit will be the same as that of the Labour Exchange in order to improve planning. Regional planning institutions, which represent the schools, colleges etc, will advise the Labour Exchange how to spend their funds for vocational education.

We realise, of course, that all the difficulties will not be solved by mere reorganisation.

(b) Plenary session

Mr Peter de Vreede introduced three speakers to portray the setting for, and examples of, guidance in the Netherlands.

Ms Tineke Witteveen, now a Member of Parliament and with a background in adult education development, described the current situation. Before 1988, there was a period of cuts in services for the underprivileged, but since then there has been government agreement for social renewal, with proposals for the integration of disadvantaged people, and extra money being earmarked for adult education to help accomplish this. Funds are directed by national government to local municipalities. General problems to be tackled are that people cannot study if they are to be available for work; there is little child care provision; and those who are unskilled receive little education and training.

The philosophy of adult education is one of having an active policy both for the employed and the unemployed, and for an ageing population. Decentralised provision will soon have a legal structure: government and employers will be mutually responsible for the training of the labour force. Great importance is attached to literacy and adult basic education provision, balancing the previous concentration on higher education.

Ms Witteveen concluded with some proposals:

* The European Commission should have a Europe wide project for literacy education.

* There should be European research into teaching methods for adults.

* There should be interchange and exchange of adults learning throughout Europe.

* Opportunities for permanent education, for example, through paid educational leave, should extend beyond those in higher education.

A very practical example of education and guidance going hand in hand was

offered by Ms Els Rienstra. The first Alida de Jong school opened in Utrecht in 1984; now the Ministry of Social Affairs gives 75% of the funds for 9 schools covering 11 cities and the European Social Fund provides 25% funding. Their students are women, a total of 1000 students per annum (only a small percentage of those who wish to join classes) who are training for today's and tomorrow's jobs in a country with a low proportion of women in work compared with other EC countries.

The courses are short term, part time (one to one and a half years, three days per week), easily accessible by public transport, held during hours corresponding with local school hours, and are free of charge with only a few expenses for books. Child care is provided. There are no age limits, no requirement to be unemployed, and few formal entrance qualifications. If a student is receiving social benefit, that is still continued during the course.

Individual guidance and group guidance are available before, during and after a course. Women are encouraged to keep in touch with each other afterwards, and with the school. Courses are developed by using knowledge of the target group and the labour market (some are run in association with a company); students are recruited by word of mouth, media articles, notices etc. There is a low drop-out rate (10% mostly for personal or family problems) compared with 25%-40% in other educational provision. More than 80% of students find jobs and 10% attend more education.

Dr Rene Caderius van Veen offered a more personal view on every day practice based on his own experience of RECOG. East Groningen is a region with a high unemployment rate and with poor chances for the inhabitants. RECOG is a foundation which includes the Regional Council, the Labour Exchange, the Chamber of Commerce and representatives of employers, trade unions and various types of schools. This organisation is to be considered partly as a forerunner to a national policy for regional service centres.

RECOG visits all the villages with a small bus; it can be found in the local market places, in village halls etc. An indirect approach is carried out through officers of Labour Exchanges and of the municipalities. RECOG also launches advertising campaigns; edits and distributes brochures and leaflets; offers information via Viditel; and organises weekly programmes via local and regional broadcasting. It supplies support for basic education, second chance education and cultural education for adults.

Guidance for vocational education is a totally different matter. The opportunity in the region to take advantage of the means provided by the European Social Fund has created a form of co-operation and an approach that could set the trend in the future. One of the tasks is to make an inventory of vocational training projects within local businesses, in order to support these with subsidies. The second task is to make an inventory of the need for training programmes. Sometimes ready-made programmes are available; sometimes new programmes have to be developed. The main result of this method is that education and training programmes will be offered only with guaranteed employment. In this way the educational institutions are helped with their marketing problems. This is a marketing concept in a square. RECOG is a broker in this square of (1) enterprises (2) subsidy suppliers (3) participants (4) schools.

The results for 1989 are: 105 projects, 1260 employed and 1012 unemployed participants, total costs 36.8 million (Hfl.). In Dr Van Veen's opinion this formula is worthy of being imitated.

In view of 1992 he concluded that the Netherlands are not yet entirely ready to take advantage of all the possibilities as far as guidance and vocational training are concerned. Some proposals in order to accelerate the process of getting "wider horizons and wider choices":

1. Exchange summarised information between institutions in member states of the EC about the training projects that are financed by the European Social Fund.

2. Create standard rates for funding adult education and guidance in the member states in order to make it a political issue.

3. Create a network in Europe of institutions for guidance and of the real policy influencing institutions and councils on the subject of guidance.

The Republic of Ireland

Background paper by Dr Tom Inglis

This paper looks at the guidance service for education and training which exists in Ireland. It discusses whether the Single European Market will, in fact, offer wider choices to adult learners in a country which is peripheral to the European mainland and which has an underdeveloped system of adult education.

In Ireland there is a formal distinction between adult education and training. Adult education comes under the Department of Education. Training comes under the Department of Labour. Generally, there is a much greater emphasis given by the state to adult training which is reflected in legislation, policies, funding and resources. For example, in relation to funding, in 1989 the State allocated approximately £50M to training as opposed to approximately £2M for adult education.

It is estimated that there are approximately 200,000 adults who take an educational course each year. The courses taken are mostly one off, ten week courses, which are mainly (approximately 65%) provided on a local basis through vocational, community and comprehensive schools. The universities, other third level colleges, voluntary organisations and groups as well as commercial bodies are the other major providers of these short-term courses. There is little or no certification or accreditation system available for adult learning beyond the school certificates available within second level education. Only one in a hundred of all new entrants to full-time third level education in Ireland are over 25 years.

With the exception of second-chance education programmes, the courses taken by adults are on a self-financing basis: the total cost of running the course has to be covered through the fees charged to participants. In recent years, there have been two important schemes introduced which have helped offset this strict self-financing principle. The Adult Literacy and Community Education (ALCE) budget distributes money locally to groups providing literacy and community education. The Vocational Training Opportunities Scheme (VTOS) allows long-term unemployed people to take educational courses, mainly second-chance education, without its affecting their social welfare benefits.

It is important to make a distinction between educational and vocational guidance in Ireland. As the Training and Employment Authority, FAS provides a certain amount of occupational and vocational guidance through its Placement Officers who operate within numerous FAS centres around the country. There

is no national organisation responsible for providing specifically educational guidance for adults. An ad hoc guidance service mainly regarding the suitability of short-term courses takes place on the local basis through the providers and organisers. Some guidance about literacy is provided by NALA (National Adult Literacy Agency) and about adult education in general by AONTAS.

Each of the 26 counties in the Republic has at least one adult education organiser (there are 50 altogether, 11 of whom are in the Greater Dublin area). One of the tasks of adult education organisers is to provide educational guidance. There are numerous specially trained counsellors in Ireland, but these are mainly employed in second and third level educational institutions to which adults have only a limited access. One of the main problems facing the development of an educational guidance service for adults in Ireland is the absence of a centralised register of database of all adult education opportunities. AONTAS is in the process of establishing such a database.

What relevance would a guidance service about educational and vocational opportunities throughout Europe have for Irish adults? At present, approximately 46,000 emigrate from Ireland each year. Even though this is predominantly to the United Kingdom and the United States, such a service would be of obvious benefit to them. These are mainly young people. For Irish adults in general there are four main points. (1) Up to one third of Irish adults have only primary and partial second level education; many of these are unemployed and very few participate in adult education. (2) Without fee remission and some form of travel and subsistence grants, it is unlikely that many Irish adults could afford to avail themselves of educational opportunities in Europe. (3) European language learning is very under-developed in the school system with the result that discourse competencies of Irish adults in other European languages are generally weak. (4) Given the underdeveloped system of adult education in Ireland, particularly in relation to residential colleges, adult education centres, certification and accreditation, it is unlikely that many other European adults will want to be guided towards learning in Ireland.

(b) Plenary session

Dr Tom Inglis provided background on Ireland:

* Economic problems included government debt, the second highest rate of unemployment in Europe, and massive emigration to the UK and USA, rather than to continental Europe. Ireland's peripheral position means that Irish people do not regard themselves as Europeans.

* Demographic problems arise from the fact that 28% of the population is under 25 years of age, putting enormous pressure on the education system already suffering cutbacks.

Adult education is underdeveloped, whereas training is highly developed. 60p per head of population is spent on the former; while £114 per head is spent on training, much of this money coming from the European Social Fund. The state provides training mainly through FAS (Training and Employment Authority), Teagasc (Agriculture and Food Development Authority), CERT (for the Hotel, Catering and Tourist Industry) and IDA (Industrial Development Authority). Education is provided through vocational education committees, schools and third level institutions. There is also voluntary provision, much of it through urban and rural women's day time groups.

Educational guidance is not an established provision but a lot is offered through adult basic education work, said Ms Berni Brady. Many adults, mainly from the poorest and social problem families, have left school before completing primary education up to 12 years of age. The people working in adult basic education in Ireland help people fit into society and provide links to further education and training through counselling, supporting, confidence building and teasing out people's needs.

In a country with a traditional record of being a literate population, those with literacy problems are still assumed to be at fault, and it is the task of the many literacy projects and schemes to address students' problems and help them move on. Unfortunately, there is no certainty that, when they do so, they will have access to continued guidance and support.

"Guidance has been sidelined from the role it should have", said Mr Brendan Conway. He cited the history of guidance in secondary schools where, in the early 1980s, school guidance posts were cut from 1 guidance teacher per 250 pupils to 1 teacher per 500 pupils, with many schools having none at all. Similarly, though the 1973 Murphy Report on Adult Education recommended that adult education should be established as a state service with adequate counselling and advice services to identify needs, the Kenny Report of 1984 noted "there is a marked absence of guidance".

Ms Annette McGee, described guidance at third level education. At regional college level there is one counsellor for 13 colleges, and at university, one full-time counsellor and three part-time careers officers. Thus students do have access to more guidance than school pupils, but more resources are undoubtedly needed. Mature students fare poorly - though there is goodwill towards them, there are few marketing strategies particularly geared to them and there is little provision sufficiently flexible for them. Nor is guidance widely available. There is much need for university guidance to be part of a network with other educational and training providers, and for any guidance services to be used in the planning of provision.

Mr Kevin Quinn said that guidance is an integral part of FAS which arose from the amalgamation in 1988 of the Youth Employment Service, the Industrial Training Authority, and the National Manpower Service. FAS has specialised courses for women and positive discrimination for women on other courses. Its YOUTHREACH programme is a 2-year programme guaranteeing all school leavers a training which includes work placement and guidance. Yet FAS is still not identified by learners as the main resource for all adult vocational guidance. All front line staff will now undertake in-service training for a recognised certificate in guidance work.

Dr Inglis, summing up, emphasised that, despite existing problems already described, there were initiatives making in-roads, such as the ABE project and a computer database and telephone helpline about to be established by AONTAS. Such developments would necessitate collaboration and networking, surely for the benefit of a country where the enlightened view still is that it will have an underdeveloped, undertrained, young and elderly population.

Discussion groups

Five discussion groups, each with a cross-section of delegates from the UK and at least three other countries, met three times during the conference. Each time they met, there was a set task for them to tackle.

1 - Introduction to each delegate and his or her country's adult education system and its methods of guidance provision.

2 - Brainstorming session, analysing each country's guidance issues, how to solve these problems, and who should take that responsibility

3 - Visions of the future - planning a guidance charter for adult learners: what should be the characteristics of a quality service from the learners' point of view?

Findings from each group were posted daily on wall charts in the college assembly hall, and provided a wall newspaper for delegates to read.

Discussion No 1 Is guidance on your country's agenda?

The United Kingdom In England and Wales guidance is on the agenda, with a National Educational Guidance Initiative (funded by the Department of Education and Science and the Training Agency) offering consultancy and support to existing and emerging local guidance services. 45% of local education authorities offer provision.

In Northern Ireland there exists the original EGSA. Other provision links closely with it. In Scotland, there is increasing commitment by local authorities to establishing guidance services, but as yet no commitment from the Scottish Education Department comparable to that of the DES.

Throughout the UK, there is a patchwork of providers, with unproductive competition tending to distil resources, instead of collaboration and networking to provide more even distribution of guidance services to more of the adult population. Services do cover vocational and non-vocational provision of education and training.

Netherlands There are seven parallel guidance businesses in competition and some programmes are being established with enterprises, for both employed and unemployed adults, based on meeting the needs of these businesses. The Alida de Jong women's schools offer training for work, fully supported throughout by guidance. The Netherlands' emphasis is on guidance provision for those adults who will contribute to the economy.

Switzerland A large percentage of adult education is provided privately by non-profit making organisations, and club schools are funded from 16% of the turnover of a major retail and wholesale co-operative. Programmes are marketed, and there are advisers to give more information about them. There is no guidance system as understood in the UK.

Austria There is no overall guidance system: it is available in school, and thereafter only at crisis points in adult life, such as unemployment or redundancy.

Denmark Guidance is integrated into the education system, where adult learners have access to guidance built into their programme of learning. Vocational guidance is provided through the labour system. The two aspects function quite separately.

West Germany 90% of guidance is vocational, with programmes for targeted groups.

Republic of Ireland The government training programme includes a guidance element, but within the education system, guidance is poorly resourced, if at all.

Finland Provision is beginning to develop; until now, guidance has been a crisis service for those with complex social problems.

Eastern European countries The education system in the past has been paternalistic, with no guidance systems on offer.

Discussion No 2 Current issues in guidance

Main issues	How these should be addressed	By whom
The problem that agencies are in competition	Show that competition is not compatible with client centred service; identify problems arising from short term funding	All involved to collaborate in networks and training
The need to develop guidance within existing provision	Establish mechanisms for feedback from tutors and learners	Providers and educational guidance staff
The need for guidance services to be independent of government, employers and providers	Raise awareness of importance of independent guidance services based on client centred models	All involved, especially existing guidance services and national organisations
Incompatible computerisation of information	Refine databases and make them compatible, in consultation with guidance workers	National bodies which now, however, often promote such computerised systems in a vacuum
The need to create skills to offer effective guidance	Develop, as a matter of urgency, nationally recognised training and qualifications	National validating bodies, in collaboration with practised trainers etc
How to improve provision through innovation	Take guidance to people, through outreach activities such as using geographical targeting, targeting of particular groups of adults, collaborating with other agencies	Those already providing guidance
How to extend provision over a country, to give equal access to guidance	Promote the idea of guidance constantly to existing providers and national bodies, using evidence of demand from the public	Local authorities and national government should assume responsibility

The need for support systems to deal with problems of childcare, financial and mobility needs of clients	Monitor and present problems to local authority and national government	Guidance staff and providers at local level, so that local and national government take action
The need for international information about education and training opportunities, employment trends, job profiles	Produce international directory of guidance sources and services	EC should sponsor
	Network internationally	EBAE and EC to be asked to support
The need for international recognition of accreditation systems	Strengthen international networking including validatory bodies	EBAE and EC to be asked to support
The need to make adult education and guidance central	Promote adult education and guidance at government level in each European country	An international body, set up as a result of this conference
The need for new finance	Seek additional state funding, of a non paternalistic, non manipulative, non authoritarian kind	Each government
The need to exchange good practice, training and cross-fertlisation of ideas between providers and between clients and providers	Establish international systems of consultancy exchange and of student exchange	An international body (see above)

Discussion No 3: From the learners' point of view, what should be the characteristics of a guidance service for adults in an expanded Europe?

1. Information must be accurate and up to date, covering education and training opportunities across Europe. This should include social and economic information as well as details on labour and attitudes and guidelines on qualifications and equivalencies.

2. A client centred service should provide for personal and social considerations in the context in which the learning will be set. It should be a joint vocational and educational service.

3. Access should be easy in terms of time, location and physical surroundings.

4. Staff should be competent in more than their own European language, and have some first hand experience of guidance work in another European country.

5. Employers should have an understanding of, and involvement in, the provision of guidance, nationally and across Europe, and should actively promote it for their workforce.

6. Clients should be helped to prepare for working and living in different countries; the service should empower them to increase their self-reliance.

7. Guidance should be provided by trained professionals and it should be available to any adult, at no charge. Services should be available as a statutory right whenever adults require them - before, during and on exit from a learning activity, and as often as adults wish to use them in a lifetime.

8. Services should be widely publicised locally and nationally, and be seen as part of an integrated provision of education and training for adults.

Eastern European Panel

Czechoslovakia

Adult education is available through a unified system directed by the Ministry of Education. Secondary school courses are offered in the evenings to adults. Secondary technical or vocational school education consists of five year courses for working people with experience in industry and completed elementary education. Both lead to university entrance. There are also 1-2 year courses of training for management or ministry personnel under the Enterprise System. Finally, there is a network of cultural and educational facilities under the Ministry of Culture, and science popularising associations, professional bodies, trade union education and the media. Czechoslovakia has a great need for teachers of English, German, French and Spanish now that the borders with Western Europe have been opened. There is no experience of educational guidance for adults as offered in any form in Western Europe.

Finland

Finland, with its well developed links to both the east and the west, provides a useful bridge to understanding both parts of Europe. Although formal guidance began in 1974 with 42 centres giving training and guidance to young people for work, there is as yet no widespread service for adults. However, unemployed adults tend to use these training centres as an emergency service to obtain life skills and help in finding appropriate study leading to work opportunities. Finland is also moving from a state-protected to a free-market situation; the state, while advocating that every adult (in work or otherwise) should create their own development programme, does not pay for this. At present in Helsinki, with a low 2% unemployment rate, only "problem cases" are considered in guidance provision.

Hungary

Pre 1948 was regarded as a "golden age" when social and voluntary organisations flourished. The next 40 years saw these vanishing, as the party state mechanism operated. Now Hungary looks forward to building new initiatives and restoring that golden age. The OLMS (National Work Power Centre, established 1988) is the germ of any educational guidance which will develop. It operates 70 local centres, staffed by teachers and employment advisers who give vocational guidance to any adult. They also act as Jobcentres, paying unemployment benefits, and holding databanks on jobs available and job requirements. But their resources will be severely stretched when the present number of 30,000 unemployed increases to 100,000 by the end of 1990 - caused by obsolete structures and a massively underskilled labour force. One interesting development is in the Cultural Training Centre which is for adult educators and cultural officers who wish to change their job; it now offers courses for ex-teachers of Russian to become social workers.

Soviet Union

Adult education gives benefits to those already in good jobs - for example, the ministries offer refresher courses only to those in their employ. There are also centres for continuing education and leisure, and institutes of technology under the umbrella of the All-Unions Knowledge Society. At present these agencies work separately and are not interested in collaboration. "Predictions are difficult, especially about the future". In answer to a question about the danger of throwing away successes from the "old period",

the Soviet delegate replied that they hope there will be good harmonisation of the education and the planning systems, with real help coming from west to east. There is a need to establish a standing group for the exchange of information, and a fund for exchanges between countries.

East Germany

Because of the forthcoming integration of the two parts of Germany, the delegate from East Germany felt that it would be inappropriate to describe the previous system in his country.

Dialogue

The dialogue opened with Professor Brian Groombridge asking delegates to note how Europe is actually moving closer to UNESCO's definition of Europe with the opening up of Eastern European countries. We need to know who are the Europeans and what are the policies in place, or being put into place. The implication for guidance is that feedback is essential to policy makers and providers; guidance workers are frequently the first to be aware of needs. It is important that politicians know and care. Mr Kenneth Munro responded that, although there are unforeseen dilemmas now within the EC in constitutional and political terms, adult educators should not face the same problems.

An ad hoc survey of delegates' responses showed that the conference had greatly benefited from the presence of Eastern European delegates. Professor Groombridge emphasised the need for adult educators to be able to present the truth, to develop on pluralist and democratic lines, and to work much harder at the social, cultural and equity issues of the EC. There are also barriers to come down in the "old" Europe; so far, EC countries are only looking at economic factors; we must look at guidance holistically, and extend our dimensions of concern. As educators, we must be visionaries and look at possibilities, not problems. The conference had highlighted barriers in the UK, but had also shown how isolated the UK is from the rest of the EC - linguistically, politically and morally.

In answer to the question "Our clients do not have a strong voice. How can we best integrate adult education and training in Europe?" Mr Munro said we must build on the fact that EC policy makers are aware of the demographic change. Progress in the EC is welcome if it is founded in an economic context and seems to be making some contribution to economic issues.

Professor Groombridge added three more strategies:

(1) Invoke the law. The plans for developing adult education in the Netherlands are anchored in international law, such as the International Declaration of Human Rights.

(2) Empower older people. Learning in later life helps people to be socially and economically productive and active.

(3) Provide adult education for all. Education for the disadvantaged is often classified as "welfare" and given low regard. (Re)educate the powerful!

A fear expressed from Ireland was that Europe might "steal" well-educated young people, leaving Ireland with an old, under-educated population. Mr Munro advised that action must be taken at Community level. Resources are available for EC priority areas such as those with no adult education money, massive deprivation and a reversed demographic trend.

Should the guidance emphasis be on employment - a short-term view - was a question from the UK's National Educational Guidance Initiative. Professor Groombridge replied that unless an educational agenda is included, there will be social problems. There is a need for underpinning the culture of Europe with a learning society.

Finally, Professor Groombridge described EUROSTEP, which has been established with headquarters in Leiden, the Netherlands. It is in its initial development stages, offering the whole of Europe a communication system for education and training. Based on a European Space Agency launched satellite called OLYMPUS, it has a facility to carry out new education and training

services. Access is provided through a range of agencies such as universities, colleges, voluntary organisations - all members of EUROSTEP. Anyone can join; there is no restriction by politics or protocol. The facility recognises no borders. It has come about at the very time when Europe needs to span the whole of Europe.

Conclusions

Leni Oglesby summed up the main issues of the conference as follows.

What are the underlying principles for establishing a guidance service? These might be that:

1. a service is efficient in its "allocation and use of human resources";

2. it fosters social equity in access to educational and vocational opportunities;

3. it serves to underpin the value which we attach to the rights of individuals to make free choices about their own lives.

She noted that there appear to be five categories of issues:

1. the rationale underlying provision
2. the form of provision
3. the scope of provision
4. providers
5. quality

1. The **RATIONALE** underlying provision

There is a tension between whether a service should have specific directions to its work (eg economic objectives) or whether it can serve simply as counselling for individual self-development. In other words, should guidance centre on service to the economy or to the client? Should a service be independent or should it be linked with employers and educational providers?

The conference appears to have concluded that guidance should become an integral part of all education and training services, whether the location is in education institutions, in agencies, in the workplace, or in official labour market organisations.

2. The **FORM** of the provision.

The tension here is between whether there should be separate services for adults or an extension of existing services (mainly directed towards youth).

The conference seems to have suggested that:

(1) The profile of the provision should be raised and the need for it publicised in whatever form it takes to create greater awareness.

(2) Competition between agencies should be reduced or eliminated. Through co-operation comes a better provision for clients, and non-wastage of agencies' resources.

(3) Outreach work should be further developed.

3. **SCOPE** of provision.

The tension here is between whether there should be guidance and counselling for all stages and levels of education and training or guidance only at 'initiation' points into the labour market and 'emergency' points within it. They suggested that there is a need:

(1) to provide both inter and intra regional and national information.

(2) to expand databases and card indices to encompass education and training opportunities in Europe. This is especially urgent for those countries with a significant record of emigration to other countries and for those with significant immigrant numbers.

(3) to expand databases to include vital information which is non-education or training specific but which vitally affects the choices made, such as housing costs, employment opportunities and trends, and qualifications required in various countries.

4. **PROVIDERS**

There is a need for:

(1) training for all those involved in guidance services, both those who do mainstream work as well as those who are engaged in it in a small way. Currently, the training reflects the role which guidance workers are primarily filling, such as labour market administrators or educators.

(2) access to educational guidance in the work place.

(3) recognition of the importance of the 'informal education guides' - the peer group, tutors, the information gleaned in coffee breaks.

(4) recognition and acceptance of the various guidance qualifications.

5. **QUALITY** of the service.

(1) There is a need to monitor the standards of the services, in terms of the quality offered, the ethics of its delivery, and the integrity of the staff.

(2) It should be easy to access and should provide swift help (the one-stop shop scenario).

(3) There should be appropriate training for the staff.

Key trends for the future

1. Education and vocational guidance should be seen as a continuous process and accessible throughout adult and working life, rather than as concentrating on narrow transition points and emergency points.

2. There will be a move towards the 'professional' model with the 'expert' guidance specialist, aided by networks of individuals and agencies.

3. The service will become more client-centred, with the individual playing an active role as opposed to being a passive receiver of information; this client centred model will include self-assessment and self-help at certain stages, such as information gathering.

4. Computers and other media will play a significantly larger part than at present because of the demands on all our education and training services which an expanded Europe will make. Educational and vocational guidance in its traditional form - a one-to-one basis - is labour intensive and

expensive, and more cost effective methods will have to be developed.

5. All these suggested developments should be carefully co-ordinated and monitored at EC level.

Delegates made the following **proposals** for consideration by the Steering Committee of European Bureau of Adult Education).

1. Hungary wish to hold a guidance seminar, in Budapest in 1991 or 1992, for Eastern European colleagues, with the help of specialists from Western Europe.

2. The Netherlands wish to initiate a small research programme to compare funds for adult education and for guidance in order to create "ideal targets" for every member state, to rationalise provision, to make it coherent and to set standards.

3. The Netherlands pointed to the need for an information exchange on projects, funded by ESF or other sources. Details of 70 projects in Netherlands are available to form one base for such an exchange.

4. The United Kingdom proposed that this conference should be the starting point for a formalised network of European guidance services.

5. The United Kingdom noted the great need for an international directory of educational guidance providers. Two UK directories are already available to form the base for such a directory.

6. Delegates agreed that there is a need for a European computerised database of "problems solved" so that, for example, a problem in Netherlands might find its solution in an experience in Northern Ireland even one from several years ago.

7. Delegates agreed to ask whether a section of the EBAE newsletter might from now on be devoted to guidance.

Evaluation

The conference attracted a total of 68 participants from 16 countries in eastern and western Europe. Informal comments from participants indicated that they found the event to be highly stimulating, timely, informative and very well organised.

Participants were also requested to complete questionnaires evaluating the conference. The following comments summarise the results of the sixteen completed questionnaires.

Theme of conference

Participants attended in the hope of exchanging views and information, learning about other provision, sharing experiences and making international contacts. All achieved their aims and regarded the conference as well worth their time. Among the particular highlights mentioned were the Netherlands and the Republic of Ireland presentations. "The open, positive international atmosphere" and "the challenge to entrenched ideas" were generally rated as highlights.

Format of conference

There were several suggestions that it would have been helpful to have had more papers from speakers circulated in advance, even if only giving the main points of each presentation. Certainly a briefing sheet on essential terminology, and on EC funding would have been useful, especially for the plenary sessions. The daily wall newspaper was a time-effective way of communicating and exchanging the main points from each discussion group.

Future action

In general, international contacts made at this conference should be kept alive on a personal basis. At national and international level, opportunities for study visits and consultancy exchanges should be developed. One UK delegate, in a paper offering a personal reflection on the conference*, is anxious that the compilation of an international directory of guidance provision should get underway as soon as possible.

* Jackie Sadler, "Wider Horizons ... Wider Choices ... in an Expanded Europe", paper to be published in SCAN (Scottish Community Education Council) and NEWS and VIEWS (National Association of Educational Guidance Services).

Appendix 1

Wider Horizons, Wider Choices: Educational Guidance for Adults in an Expanded Europe

31 March - 4 April 1990

St Andrew's College, Bearsden, Glasgow

P R O G R A M M E

Saturday 31 March

Arrival at St Andrew's College from 12 noon

18.00 Welcoming reception

18.30 Evening meal

19.30 Pre conference briefing

Sunday 1 April

08.00 Breakfast

09.00 Opening session

* Introduction to the conference: Dr Elisabeth Gerver
* Introduction to the EBAE and its 4 year programme: Mr Bill Bax and Mr Peter Clyne
* Introduction to "Educational Guidance for Adults: an Overview of Principles and Practice in the European Community": Ms Vivienne Rivis
* Guidance about education and training in the European Community: Mr Volker Koditz

Convener: Ms Leni Oglesby

10.45 Coffee

11.15 Guidance in the United Kingdom: How can a country with local guidance systems extend access for adult learners in Europe?

* Mr Harry Mitchell
* Mr Stephen McNair

Questions and discussion

Convener: Dr Dorothy Eagleson

13.00 Lunch

14.00 * Where are we now? Discussion groups assess how far countries have implemented UNESCO recommendations on information and counselling services for adults. Groups will be led by members of the conference planning committee.

15.30 Tea

16.00 * Panel presentation by Eastern European colleagues

Convener: Ms Leni Oglesby

Reflections on the day: Mr Volker Koditz

18.00 Dinner

19.30 Social evening and information exchange

Monday 2 April

08.00 Breakfast

09.00 Expanding European guidance

Discussion groups consider the implications of the contributions on day 1

10.30 Coffee

11.00 Guidance in the Netherlands: How can adult educators anticipate and respond to changes in the labour market in Europe?

* Ms Els Rienstra

* Ms T Witteveen

* Dr Caderius van Veen

Convener: Mr Peter de Vreede

13.00 Lunch

14.00 EITHER meeting with Dutch contributors

OR tour of Loch Lomond and whisky distillery

OR free time

19.30 Reception and dinner in Dumbuck Hotel, Dumbarton, courtesy of Dumbarton District Council

Tuesday 3 April

08.00 Breakfast

09.00 Guidance in the Republic of Ireland: What relevance does guidance have for a peripheral country with an underdeveloped system of adult education?

* Ms Berni Brady
* Mr Kevin Quinn
* Mr Brendan Conway
* Ms Annette McGee

Convener: Dr Tom Inglis

11.00 Coffee

11.30 Visions of the future

Discussion groups dream about the future of European adult education and training guidance

13.00 Lunch

14.00 Visits to guidance provision in Strathclyde Region

18.00 Free

19.30 Reception and evening meal courtesy of Strathclyde Regional Council in the Geoffrey Shaw Room, Strathclyde House 7.

Wednesday 4 April

08.00 Breakfast

09.30 European adult learning in the 1990s: a dialogue between Professor Brian Groombridge and Mr Kenneth Munro

Convener: Ms Leni Oglesby

11.00 Coffee

11.30
* Emergent issues in guidance: Ms Leni Oglesby
* Concluding remarks: Dr Elisabeth Gerver

12.30 Lunch and close of seminar

Conference contributors

Mr Bill Bax, director, European Bureau of Adult Education (THE NETHERLANDS)
Ms Berni Brady, president, National Association of Adult Education (AONTAS) and Dublin Literacy Scheme (REPUBLIC OF IRELAND)
Mr Peter Clyne, chair, National Institute of Adult Continuing Education and rapporteur general, Education and Training of Adults in a Changing Employment Market (ENGLAND AND WALES)
Mr Brendan Conway, Chief Executive Officer, County Kilkenny Vocational Education Committee (REPUBLIC OF IRELAND)
Mr Peter de Vreede, principal, Oud Poelgeest (THE NETHERLANDS)
Dr Dorothy Eagleson, Educational Guidance Service for Adults (NORTHERN IRELAND)
Dr Elisabeth Gerver, director, Scottish Institute of Adult and Continuing Education (SCOTLAND)
Professor Brian Groombridge, professor of adult education, University of London (ENGLAND)
Dr Tom Inglis, director, AONTAS (Nationall Association of Adult Education (REPUBLIC OF IRELAND)
Mr Volker Koditz, IFAPLAN, Cologne (WEST GERMANY)
Ms Annette McGee, counsellor, Dublin City University (REPUBLIC OF IRELAND)
Mr Stephen McNair, director of the Unit for Development of Adult Continuing Education (ENGLAND AND WALES)
Mr Harry Mitchell, Council for National Academic Awards officer for Scotland (SCOTLAND)
Mr Kenneth Munro, head of office, European Commission, Edinburgh (SCOTLAND)
Ms Leni Oglesby, president, European Bureau of Adult Education (ENGLAND)
Mr Kevin Quinn, Manager, Programme Development, FAS (REPUBLIC OF IRELAND)
Ms Els Rienstra, director, Alida de Jong School (THE NETHERLANDS)
Ms Vivienne Rivis, Educational Guidance Initiative, Unit for the Development of Adult Continuing Education (ENGLAND AND WALES)
Mr Rene Caderius van Veen, director, RECOG (Educational Centre for East-Groningen Region) (THE NETHERLANDS)
Ms Tineke Witteveen, Member of Dutch Parliament (THE NETHERLANDS)

Appendix 2

Educational Guidance for Adults: an Overview of Principles and Practice in the European Community

Vivienne Rivis

This paper has been prepared as a background document for the conference 'Wider Horizons, Wider Choices: Educational Guidance for Adults in an Expanded Europe' held in Glasgow in April 1990. It reviews definitions and principles of educational guidance for adults and outlines the factors leading to the emergence of educational guidance services for adults in member states of the European Community. It provides a brief summary of the current position of educational and vocational guidance for adults in each of the member states and, in four national case studies, examines the scale of current guidance activity, the methods of funding, national policies and issues for future development. Finally, the paper attempts to identify some of the key issues for educational and vocational guidance for adults arising from the creation of the Single European Market in 1992.

1. What is educational guidance for adults?

The term 'educational guidance for adults' has become the accepted term in the United Kingdom to describe an increasingly important aspect of post-school education. It encompasses earlier terms such as 'educational counselling' and 'educational advice'.

In 1977, the UNESCO International Symposium on 'Ways and Means of Strengthening Information and Counselling Services for Adult Learners' drew the distinction between **guidance** and **counselling**:

> The term 'guidance' (in French, 'orientation') is used to imply assistance in making educational choices. The term as here applied in no way implies an external sanction or a kind of paternalistic directive. It is rather an expression of the alternatives related to the situation of the learner as emerging from a dialogue, which enables him or her to make his or her own decisions in as full a knowledge of the factors at play as possible. 'Counselling' (in French, 'guidance') is here taken to mean the response, again emerging after dialogue, to problems encountered in pursuing a chosen course of action. It is realised that it may at times be difficult to define the borderline between this type of counselling and therapeutic counselling.

The 1986 report of the Unit for the Development of Adult Continuing Education (UDACE), 'The Challenge of Change', drew further distinctions:

Personal guidance - which embraces both educational and vocational guidance and is concerned with choices about a wide range of personal issues, includiong identity, roles and relationships.

Vocational guidance - involving choices about the way in which individuals contribute to the community through paid work or other activities ...

Educational guidance - involving educational choices, concerned

with learning needs and interests and ways of meeting them.

> These three kinds of guidance interlock in complex ways. Many adults who present themselves for 'educational' guidance have 'vocational' motives .... Many also have 'personal' ones, hoping that education will change their lives and the kind of people they are. On the other hand, many 'vocational' and 'personal' objectives can only be approached through 'educational' routes .... It should be noted tht there are areas of educational guidance for which there is little or no 'vocational' element (working with retired clients is one obvious example) and there are some areas of 'vocational' gudiance (though a declining number) which have no immediate educational implications.

UDACE went on to define **educational guidance** in terms of seven inter-related activities, recognising that these are provided by a variety of agencies, and that some agencies will only offer a limited range of activity.

> Although many agencies will only undertake some of these activities, a comprehensive service of educational guidance will include all of them.

Informing

Providing information about learning opportunities and related support facilities available. without any discussion of the relative merits of options for particular clients. Since most published educational information is produced for promotional purposes 'pure' information is rare.

Advising

Helping clients to interpret information and choose the most appropriate option. To benefit from advice clients must already have a fairly clear idea of what their needs are.

Counselling

Working with clients to help them to discover, clarify, assess and understand their learning needs and the various ways of meeting them. Clients requiring counselling are likely to be unclear about their needs and require time to explore their feelings about the options, and counselling is therefore more likely to involve a series of contacts with a single client.

Assessing

Helping clients, by formal or informal means, to obtain an adequate understanding of their personal, educational and vocational development, in order to enable them to make sound judgements about the appropriateness of particular learning opportunities.

Enabling

Supporting the client in dealing with the agencies providing education or training, or in meeting the demands of particular courses. This may involve simple advice on completing application forms, advice on ways of negotiating changes in course content or arrangements, or assistance to independent learners. A further kind

of enabling is provided through 'Access' and 'Wider Opportunities' courses which may offer both group guidance and the teaching of study skills.

Advocating

Negotiating directly with institutions or agencies on behalf of individuals or groups for whom there may be additional barriers to access or to learning (eg negotiating exceptional entry arrangements or modifications to courses).

Feeding back

Gathering and collating information on unmet, or inappropriately met, needs, and encouraging providers of learning opportunities to respond by developing their provision. This may involve practical changes (eg changing the presentation of course information or changing timetables) or curricular ones (eg designing new courses for new client groups, or changing the way in which existing courses are taught to make them more appropriate for adult learners).

A European Community study of 'Educational and Vocational Guidance Services for the 14-25 age group' (A G Watts et al, 1988) looks at:

> the focus of guidance services and ... extent to which they are concerned:
>
> - with **educational** guidance - ie guidance on choice of educational options, or on learning problems;
>
> - with **vocational** guidance - ie guidance on choices of occupations and work roles;
>
> - with **personal** and **social** guidance - ie guidance on personal and social problems (behaviour problems, relationships, accommodation, etc).

Watts goes on to identify a range of guidance activities:

> Educational and vocational guidance can be defined in broad terms - comparable to the French word 'orientation' - as referring to a range of activities through which people can be helped to make the decisions and transitions that determine the course of their educational and vocational development. A number of activities can be distinguished:
>
> - **Information:** providing clients with objective and factual data
>
> - **Advice:** making suggestiosn based on the helpers' own knowledge and experience
>
> - **Counselling:** helping clients to explore their own thoughts and feelings about their present situations, about the options open to them, and about the consequences of each option
>
> - **Careers education:** providing a programme of planned experiences designed to develop in clients the skills, concepts and knowledge that will help them to make effective career choices and transitions

- **Placement:** helping clients to achieve entry to a particular job or course.

Perhaps one of the most significant activities which emerges in definitions of educational guidance for adults is that of **feeding back** information about the requirements of adult learners to the providers of learning opportunities. In the **United Kingdom**, there is no automatic entitlement to education for adults. Even those who left initial education without qualifications or school-leaving certificates are not guaranteed access to learning opportunities later in life. Institutions providing academic and vocational courses for young people over the minumum school-leaving age usually accept adult students, but do not always take account of their particular requirements. Educational guidance services now try to persuade colleges, polytechnics, universities and training organisations to make their programmes more accessible to adults. This might involve accepting adult students who lack formal entry qualifications, or providing child care facilities, or giving financial assistance for tuition costs.

Feeding back should be distinguished from the activity of **advocating**. Guidance services often act as advocates for individual adults or groups of adults, by helping them negotiate entry to learning programmes, or assisting them in dealing with local and national government agencies in their efforts to secure finance for study.

Feeding back may draw on the experience of advocacy cases in order to present a body of information about adult learners to education and training agencies. Advocacy is an extension of the guidance process with individuals; feedback is concerned with bringing about changes in institutional programmes, policies and structures. This activity of feeding back also takes place where younger students are concerned, but the emphasis here tends to be on the skills and competences required by young people to make the transition to the world of work, rather than on reflecting their own choices in the curriculum.

2. Good practice

Educational guidance for adults in the UK and elsewhere has developed broad **principles of good practice** over the last 20 years. According to UDACE, educational gudiance should be provided through a network of agencies who agree a common policy for the network as a whole. This policy should include the seven activities identified above and should ensure that the service provided is:

> client-centred
> confidential
> open and accessible to all adults
> freely available
> independent in its advice
> widely publicised
> able to contribute to the development of education and training.
>
> (UDACE, 1986)

Other forms of guidance exist which fulfil most, but not all of these criteria. For example, a guidance service in a further education (vocational) college or school may be client-centred and confidential. However, if it is only open to adults who enrol on college programmes, then it is not 'open and accessible to all adults'. Similarly, a guidance agency whose role is to assess and place unemployed adults on government training schemes may be client-centred, but may not be independent in its advice, when its object is to place as many clients as possible on government schemes.

In the **Federal Republic of Germany** a committee convened by the Deutsche Stadtetag has made suggestions for guidelines on good practice in educational guidance. These guidelines emphasise the role of guidance workers in:

a) helping people to make decisions about learning

b) motivating people to take up education

c) advising education providers, political groups and administrators on the basis of guidance experience

d) working with the mass media to advertise education and training opportunities to a wide public

e) developing ways of making contact with target groups, including ways of reaching those who do not come forward

f) developing information aids, including printed publicity and use of audio visual aids.

Further issues are that:

g) the **training** of guidance workers should include:

a university education in the humanities, social sciences, economics or natural sciences and ideally should include the context of guidance.

Further qualifications emphasise the following, together with regular further training:

- recognised methods of individual and group counselling
- ways of advising providers of education
- forms of co-operation
- knowledge of the education system (structure and opportunities available)
- education law
- information collection and management
- grant regulations
- knowledge of institutions
- use of written information
- ways of reaching target groups and publicity

h) guidance workers must be supported by back up staff who are responsible for the preparation of information.

i) guidance service offices must be accessible and offer a 'visitor friendly' atmosphere.

3. The emergence of educational and vocational guidance for adults in Europe

A number of factors may be identified which have contributed to the emergence, during the last twenty years, of educational and vocational guidance services specifically for adults. Many of these factors are linked to social, economic and political trends and are thus not equally applicable in all member states. However, these differences may in part account for the wide variations in development of guidance for adults across the European Community.

Expansion of post-initial education in those countries with a large post-war cohort of young people increased public awareness of the range of post-school learning opportunities available, especially in families with no previous experience of further and higher education.

Changes in the position of women, linked to the women's movement of the late sixties and early seventies, led to changes in attitudes to women's education and employment, especially as more women became active in the labour market. Special educational courses for women returning to learn began to appear in the 1970s.

Social and political changes in the 1960s led to a focus on consumer rights and led to the setting up of consumer advice agencies providing information, advice and advocacy about many areas of daily life, including social security rights, employment, finance, health, housing, legal matters and education, particularly in cities and large population centres.

In some countries, relative economic affluence was contrasted sharply with the position of 'disadvantaged' groups or sections of the population. Programmes to redress inequalities or disadvantages were instituted in a number of member states in the 1970s and 1980s, some of them with support from the European Community itself. Such groups included members of ethnic minorities as well as other groups experiencing economic and social disadvantage. Educational programmes such as adult literacy and second language schemes, were developed alongside other measures with a focus on retraining unskilled and semi-skilled workers.

With the onset of economic recession in the late 1970s and early 1980s, most governments and the European Community itself, addressed the problems of high unemployment of both young people and adults, especially where traditional industries were disappearing or in decline. A number of educational guidance services emerged at this time, some of them supported by European Social Fund money; some of these services had a particular focus on work with unemployed adults.

The rapid development of information technology was seen as an opportunity to expand and improve the availability of information about a wide range of services, including education, and a number of mostly local educational databases were created.

Alongside these social, economic and technological changes, debates in post-school education focused on concepts of 'lifelong learning', 'recurrent education' or 'l'education permanente'. These ideas were linked to principles of rights and entitlement to learning and, in the early 1970s at least, a view that technological change would lead to increased leisure for all (not, at that stage, unemployment for whole sections of the population). Other influential ideas during the same period were linked to those of empowerment for individuals and disadvantaged social groups, through community action and community development.

Within this overall context, and influenced by one or more of these factors, educational and vocational guidance services for adults began to emerge from the end of the 1960s.

Two of the earliest services in Europe were already established by the early 1970s. Diana Ironside, writing from a North American perspective in 1981, identifies the Educational Guidance Service for Adults (EGSA) in Belfast, Northern Ireland, and the Bildungsberatungstelle (Education Advice Centre) in Koln, Federal Republic of Germany, as well-established services with some

common characteristics of good practice, including a 'distinct orientation to learners' needs, ... an emphasis on the primary purpose for which the centre was established and strong links with the community through an outreach or referral network'. Ironside also noted that these services, and those studied in North America, also had a strong focus on 'group and issue advocacy', identifying barriers to access for adult learners and depended heavily on 'vigorous leadership and commitment' in the context of relatively small allocation of resources.

By 1983, there was sufficient interest and involvement in educational guidance work with adults in some member states of the European Community to support a series of study conferences for guidance practitioners and administrators. These events were held in consecutive years (1983-1986) in Denmark, the Federal Republic of Germany, the UK and the Netherlands, and focused on good practice in guidance, especially in work with unemployed adults. Issues of common concern were identified within a wide range of professional practice and recommendations for the further development of educational guidance for adults were addressed to the European Commission.

The following section provides an overview of current developments (1989/90) in educational guidance, as reported by respondents from member states.

4. Current developments in Western Europe

As might be expected, developments in educational guidance for adults vary considerably, both across and within member states. The examples of the UK, the Federal Republic of Germany, Denmark and the Republic of Ireland may be taken as case studies to demonstrate variations in policy and practice. Information is taken from responses to questionnaires circulated to adult education agencies in member states and may represent only a partial view of the current situation. Nevertheless, differences in structure, funding and policy clearly emerge.

4.1 Availability of guidance services for adults

In the **United Kingdom** there are now over 70 local educational guidance services for adults (EGSAs). These local agencies, although small scale, generally operate in the terms described by UDACE. Most are under the control of the local authorities, and although there are great variations in local organisation, most work within a network of statutory and non-statutory agencies linked together by formal or informal relationships. The Careers Service, whose main function is to offer vocational guidance to young people, is increasingly concerned with adults, and in some areas is the main provider of educational, as well as vocational, guidance for adults. Northern Ireland has pioneered educational guidance for adults, with Belfast EGSA, whereas local developments in Scotland have not yet been supported by central government. A considerable amount of guidance activity also takes place throughout the UK in colleges, polytechnics, universities, adult education centres, training organisations, voluntary and community organisations and in the workplace. Vocational guidance is available to students in colleges of further and higher education and in the careers advisory services of polytechnics and universities.

In the **Federal Republic of Germany** there is a clear distinction between vocational guidance (Berufsberatung) and educational guidance (Bildungsberatung). Vocational guidance is provided by Labour Exchanges (Arbeitsamter) under the control of the Federal Ministry of Labour; other agencies are not empowered to provide vocational guidance without their permission. Educational guidance for adults is provided by local authorities

(municipalities), usually through Volkshochschulen. The larger cities, like Koln, have their own Bildungsberatungstellen, educational guidance centres. Independent counselling services are offered by chambers of commerce, employers' associations and professional bodies. Local services tend to co-operate informally as part of a network of statutory and voluntary agencies in the education, welfare and employment sectors and there is some resistance to centralisation of services.

In **Denmark**, educational and vocational guidance is offered to all students in secondary and vocational schools, and in universities: these services are integrated into the educational system. There is also a system of vocational guidance aimed at the labour force, employed and unemployed, run through the National Labour Exchange system. People unemployed for more than 27 weeks are offered a job, or the opportunity to take part in education, with advice from the Labour Exchange. Labour unions also provide their members with general information on further education and re-training programmes.

The **Republic of Ireland**, in common with several of the 'peripheral' member states, has no system of educational and vocational guidance for adults. However, adult education organisers have some responsibility to provide an information and advisory service on adult education courses and facilities, although this service is not advertised. Guidance counsellors, attached to second and third level educational institutions throughout Ireland, also respond to enquiries from adults, especially providers of distance education. The Training and Employment Authority offers some advice and assessment to entrants to its programmes. The National Association of Adult Education, AONTAS, responds to queries and acts as a referral point. There are a number of private agencies also now offering educational advice.

4.2 Funding of guidance services for adults

In the **United Kingdom**, educational and vocational guidance services for adults are funded mainly through local education authorities, regional authorities in Scotland and the Department of Education - Northern Ireland. The Department of Education and Science, the Welsh Office and the Department of Employment have contributed funds for specific projects or development programmes in educational and vocational guidance for adults in England and Wales, especially in response to the high levels of unemployment in the early 1980s.

In the **Federal Republic of Germany**, funding for vocational guidance is provided by the Bundesanstalt fur Arbeit, which is in turn funded by the Ministry of Labour. Several pilot schemes to alleviate long-term unemployment have been funded by the federal government. Local educational guidance services are funded either by local authorities or by private, industrial and commercial organisations.

In **Denmark**, educational and vocational guidance provided within the education system is funded by local or county authorities. Vocational guidance in the Labour Exchanges is funded by the state.

All funding for educational and vocational guidance for adults in the **Republic of Ireland** is indirect, and what provision exists is funded either through the Vocational Education Committees or the Training and Employment Authority. Some pilot projects have been funded locally.

4.3 National policies on guidance for adults

Although in the **United Kingdom** there is no statutory requirement to provide educational or vocational guidance to adults, some national agencies have produced policy documents which have influenced the development of services. In recent years, 'The Challenge of Change: Developing Educational Guidance for Adults', (NIACE, 1986), the report of the Unit for the Development of Adult Continuing Education (UDACE), has had considerable impact in England and Wales. The report defined the activities of educational guidance (see above) and made recommendations for future developments. In response, in 1988, the Government established a National Educational Guidance Initiative in England and Wales, to promote and develop educational guidance for adults over a five year period. This coincided with additional grants to local services, based on the good practice model developed by UDACE. The pioneering Belfast EGSA in Northern Ireland influenced much of the development of good practice in the rest of the UK and beyond. The Scottish Office and many Scottish regional authorities have yet to give guidance the same priority as England, Wales and Northern Ireland. The National Association of Educational Guidance Services is a UK-wide professional association which promotes good practice in educational guidance for adults and compiles an annual directory of services in membership: NAEGS, founded in 1982, has been influential in ensuring that guidance issues are addressed at national level.

Educational matters in the **Federal Republic of Germany** are the responsibility of the Lander (states) and each has its own policies on educational matters, including the education of adults. Vocational training and guidance are subject to the policies of the central, federal government. Good practice issues in educational guidance are being considered by a committee of the Deutsche Stadtetag (see above) and the Padagogische Arbeitsstelle des Deutschen Volkshochschul-Verbands (PAS/DVV) has also published material on educational guidance.

In **Denmark**, the parallel systems of education-based guidance and vocational guidance are determined by state education and employment policies. New legislation on paid educational leave is likely to have an impact on guidance systems.

The **Republic of Ireland** has no national policy for educational and vocational guidance, although recommendations about its provision have been made in two Government Commission reports and a report of the National Association for Adult Education.

5. Issues for educational and vocational guidance in 1992 and beyond

Respondents to the questionnaire identified several key issues, but stressed that other views might exist outside their own sector.

For the **United Kingdom**, issues include:

- empowering adult learners to shape their own lives, by helping them to make learning decisions which will lead to the achievement of their personal, educational and vocational objectives;

- extending the availability of guidance services to all adults, including those living in Scotland and rural areas, and especially members of culturally, economically, educationally and socially disadvantaged groups throughout the UK;

- demonstrating the importance of guidance in influencing the development

of appropriate education and training programmes for adults, through feedback from carefully monitored and evaluated guidance activity;

- encouraging institutions to embed guidance within all educational and training programmes;

- developing accredited training programmes for staff, employed by a wide range of agencies, who have a role in offering guidance to adults;

- working towards the establishment of a national educational guidance referral network;

- ensuring that those responsible for training (government, employers and training providers) recognise the role of both educational and vocational guidance in helping to achieve economic goals, through the development of a better educated, more highly skilled and flexible workforce;

- ensuring that the current reform of the vocational qualification system is in harmony with other systems in the European Community and that adults receive accreditation for prior learning and experience in education, training and employment.

In the **Federal Republic of Germany**, the future direction of guidance and counselling is being hotly debated and there is considerable controversy over proposals to establish national databases for education and training opportunities.

One view sees general and vocational education for adults as inseparable. In this view educational and vocational guidance benefit both citizens and the economy, as guidance encourages people to take up further education, which in turn contributes to economic development.

A somewhat different view is that educational guidance should not adopt aims that tend to steer people towards the labour market: the prime focus should be adapting guidance to the personality and individual requirements of the advice seeker. This view is reinforced by a strong resistance to the development of integrated, large-scale databases, which are seen as offering undifferentiated opportunities en bloc, without reference to quality. As databases cannot cater for the special needs of specific target groups, they tend towards giving priority to adaptation to the labour market. Rather than assuming that a person's educational interests are already formulated, guidance should be client-centred and help people to define their needs.

In **Denmark**, issues of concern for educational and vocational guidance include:

- the efficiency and quality of the system;

- women in traditional and non-traditional jobs;

- implementing the provision of new legislation on paid educational leave with very limited resources;

- the ongoing debate about the effectiveness of general liberal adult education, as provided by day folk-high-schools, as a means of re-entering the labour market: "a short-cut or a detour?"

For the **Republic of Ireland**, the main issues include:

- convincing all those concerned with the provision of education and

training of the importance of guidance services in creating and sustaining a more reasonable, educated and trained society;

- the immediate establishment of a pilot project bringing together existing information about education and training opportunities in Ireland and employing trained educational and guidance counsellors;

- the establishment of a comprehensive database giving detailed information concerning all education and training opportunities within Ireland and the rest of Europe;

- the eventual establishment of an integrated national educational and vocational guidance service with the support and co-operation of government, employers, trade unions, education and training providers;

- giving priorition in educational guidance to those people belonging to disadvantaged groups, such as women and the unemployed, and to those living in disadvantaged areas;

- alongside developments in guidance, giving priority to the development of distance education courses and to modular and foundation type courses within third level institutions.

6. Educational and Vocational Guidance for Adults across the European Community

It has not been possible to gather detailed information about guidance activities in other member states. Figure 1 attempts to summarise the range of provision available, although it should be taken merely as a guide. However, some patterns emerge, even from such limited information.

Most member states offer some **vocational guidance** to young adults, especially those who are unemployed or seeking to enter the job-market. For example, in Spain, where there is no system of educational or vocational guidance for adults at present, unemployed adults may seek either work or training through the National Institute for Employment (INEM). Careers guidance is also available to students in higher education (third level or university level) in most member countries. In a number of member states guidance is available within education and training programmes, again particularly to young adults.

However, it appears that few member states offer specific **educational guidance** to adults which is independent of, or separate from, education and training provision. This is in part a reflection of the very different approaches to post-school education and training and also of the marked segregation in some member states of the education and vocational training systems. There is, in fact, considerable evidence of fundamental differences in perspective which exist as much with member states as between them. As most of the respondents to the short questionnaire used for this paper are active in the field of adult education, they recognised that this involvement provided them with a particular view of guidance which might not be shared by colleagues in other sectors in their own country. There appears to be a broad consensus about the importance of client-centred, non-directive guidance among adult educators, but there is considerable unease in some member states about the interrelationships between educational guidance, vocational guidance and the labour market. This is exemplified by the debate in the FRG about national databases and their heavily vocational bias: a similar debate has taken place in the UK over the last few years after the introduction of Training Access Points (TAP) which were designed as a nationally-led network of local databases and which are now likely to pass into the control of local, employer-led Training and Enterprise Councils.

Educational and Vocational Guidance Services for Adults in the European Community Member States

Services available in part or all of member states	UK	D	NL	DK	B	F	L	IRL	I	E	P	GR
Educational guidance services for adults	Yes	Yes (in cities)	?	?	? Some?	?	?	None	?	None	?	?
Vocational guidance services for adults	Yes (all ages)	Yes	(15+)	Yes	under 25	(16+)	(14+)	(15+)	?	(16+)	(all age)	15+
Integrated educational/ vocational guidance services for adults	Yes (some)	?	?	?	?	Yes	?	None	?	(14-19)	?	?
Guidance (educational/ vocational) within learning provision (study counselling, careers education)	Some	Yes	Yes	Yes	Yes (all age)	Yes (all age)	Yes	Some	?	?	(all age)	?
Guidance at entry to education and training	Some	?	?	?	?	?	?	Some	?	No	?	?
Higher education vocational guidance services	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	?	?
Private/independent guidance services	Some	Employ-ers Chambers of C	Yes	Labour unions	?	?	?	Yes	Yes (11-19)	?	?	?

Sources: Watts et al (1988) Questionnaire respondents - UK, D, DK, IMP, E, P (1990)
B = Belgium; DK = Denmark; D = Germany; E = Spain; F = France; GR = Greece; I = Italy; IRL = Ireland; L = Luxemburg; NL = Netherlands; P = Portugal; UK = United Kingdom.

As Figure 1 shows, where there is no specific provision of educational guidance for adults, either in independent services or within educational institutions, the main official source of guidance is that provided for unemployed people seeking help from government-sponsored employment agencies. These agencies are typically funded by the Ministry for Employment/Labour and not by the Ministry for Education. It seems possible, that as interest in educational and vocational guidance for adults grows, parallel systems may emerge as in Germany and Denmark, with the local education authorities providing educational guidance (supported by State education policies and resources) and labour market agencies providing vocational guidance (supported by state employment and economic policies and resources). If these parallel systems are not closely linked, by network arrangements or co-ordinating mechanisms, it is likely that the interests of adults seeking guidance will not be well served, as the guidance provided may depend entirely on the ethos of the first point of contact.

However, it is clear that, as Europe expands, there is a growing demand for both educational and vocational guidance for adults, and that this guidance will inevitably be provided by a number of different agencies. As Watts, Dartois and Plant (1988) point out, the emphasis will be less on the single professional model, but on the availability of guidance through a number of different agencies operating in different contexts. This is coupled with a trend to view educational and vocational guidance as a continuous process which should be available and accessible from initial education onwards and through adult life, and a greater emphasis on guidance as a process where "the individual is an active agent rather than a passive recipient".

This empowering of the adult learner will be a key feature of guidance systems for 1992 and beyond and will have major implications for all agencies concerned with guidance and with the provision of education and training.

7. Key issues for educational and vocational guidance for adults for 1992 and beyond

Banks, Raban and Watts (1989), in their review of implications of the Single European Market for educational and vocational guidance services for young people and adults, identify a number of issues including:

- the effects of greater educational and occupational mobility, especially in those countries where currently even the skilled and professional labour markets are local or regional, rather than national, in character;
- the need for further action in the harmonisation of professional and vocational qualifications coupled with the establishment of National Academic Recognition Centres;
- limitations imposed by lack of language skills especially in those countries, such as the UK and France, whose own languages are widely spoken in other member states;
- the need for expanded databases of educational and occupational opportunities, especially in support of programmes such as COMETT, ERASMUS and LINGUA;
- the need for greater support for more mobile students and workers through educational, vocational and personal guidance services;
- the capacity of agencies to respond to more complex guidance enquiries from a much more diverse range of clients, educated and trained in very

different systems;

- the limited availability of any guidance services in some of the peripheral member states which may create difficulties for students and workers living in and entering those areas;

- the vulnerability of guidance services to public expenditure cuts because they are insufficiently embedded in the education and training system.

These issues for educational and vocational guidance services for young people, and identified by Banks et al, highlight the changing context in which existing and emerging educational and vocational guidance services for adults must operate. Arising from these issues, and those outlined elsewhere in this paper, it is possible to identify a number of priorities which should be addressed urgently by member states. Although these priorities have some cost implications, they are practical, specific and capable of implementation irrespective of national and local differences.

There should be:

1) Effective monitoring of the extent to which adults over the age of 25 living in member states seek educational and vocational guidance, and the degree to which their requirements are met by existing services. Some member states already collect this information; others may need to create monitoring systems.

2) Greater co-operation and collaboration between agencies responsible for educational, vocational and personal guidance to ensure that adults seeking guidance are referred to the most appropriate guidance agency. This is especially important where those agencies have different funding mechanisms and policies and are accountable to different government or non-statutory agencies. This might involve the setting up of new structures for collaboration.

3) A greater degree of flexibility in the training of guidance staff, with an emphasis on inter-agency training programmes and reciprocity. In an expanded Europe, opportunities for training and work experience in other member states might be developed alongside national programmes of training for guidance workers.

4) Mechanisms and processes in guidance work with adults to facilitate the sharing of both information and expertise. This might involve sharing expertise in the creation of international, national and sub-national databases of opportunities as well as the setting up of a forum for discussion of the issues raised by comprehensive information strategies to support educational and vocational guidance.

5) A forum to work towards the drawing up of agreed codes of good practice for educational and vocational guidance staff working in a wide range of agencies and settings. This might involve the setting up of a European-wide association for good practice in educational and vocational guidance work with adults, building on existing international links and earlier recommendations.

8. Conclusion

This paper has sought to identify issues for educational and vocational guidance for adults in an expanded Europe. The changing economic context brought about by the advent of the Single Market in 1992 is now itself being

influenced by profound changes in the political context affecting the whole of Europe. An expanded Europe can now look beyond the European Community and the mainly economic impact of the Single European Market. The free movement of ideas across national boundaries now seems, as in earlier periods of European history, to be as important as the free movement of goods, capital, labour and services. These expanding horizons demand flexible and sophisticated systems to enable all Europe's citizens to learn throughout their lives. Both educational and vocational guidance must be freely available and accessible to all adults, in order to help them to make the complex, far-reaching learning and career decisions which will be needed in the next decade and into the next century.

References

J A G Banks, A J Raban and A G Watts, The Single European Market and its implications for Educational and Vocational Guidance Services, CRAC, Cambridge, 1989.

Diana J Ironside, 'Community Counselling for Adults' in New Directions for Continuing Education: Advising and Counselling Adult Learners No 10, Jossey Boss, 1981, pp 7-18.

Unit for the Development of Adult Continuing Education, The Challenge of Change: Developing Educational Guidance for Adults, National Institute for Adult Continuing Education, Leicester, 1986.

A G Watts with C Dartois and Peter Plant, 'Educational and Vocational Guidance Services for the 14-25 Age Group in the European Community', Presses Inter-universitaires Europeennes, Maastricht, 1988.

'Ways and Means of Strengthening Information and Counselling Services for Adult Learners: Report of the International Symposium, May 22-27 1977', University of Southern California College of Continuing Education in co-operation with UNESCO, 1978.

Acknowledgements

In preparing this paper I have received help from a number of people. I should particularly like to thank colleagues in member states who responded to my questionnaire: Tom Inglis, AONTAS, Republic of Ireland; Poul Kandrup, Danish Council for Adult Education; Tony Fitzpatrick, Deutscher Volkshochschul-Verband E.V. - Padagogische Arbeitstelle, Federal Republic of Germany; Jesus Bayego Bolea, Federacion de Asociaciones de Educacion de Adultos, Spain; Regina Corocia, Portugal; and others who have provided information and sources: Tony Watts, National Institute for Careers Education and Counselling, United Kingdom; Jean-Claude Ponant, Lycee Guy Mollet, Arras, France; Peter van der Vreede, Netherlands; Elaine Pole, Gwen Henderson and Howard Fisher of the National Institute for Adult Continuing Education, England and Wales; Anne Docherty, Joan Rees and Carole Barnes of Scotland; Dorothy Eagleson of Northern Ireland; Peter Brown and Keith Hall of Wolverhampton Polytechnic; Ruth Hawthorn and my other colleagues of the National Educational Guidance Initiative and the Unit for the Development of Adult Continuing Education; and especially my assistant, Helen Glaves, for her work in organising the circulation of the questionnaire and preparing the typescript.

Appendix 3

UNESCO SUGGESTIONS FOR FUTURE ACTION ON GUIDANCE AND COUNSELLING

National Action

It is important that the institutions and the agencies concerned with policy-making and planning for lifelong education and social development turn their attention to the promotion of information and counselling services for adult education, where these do not yet exist, and to their further promotion where they are already in existence. An appropriate agency would in many countries be the national board or council of adult education. Where such a board does not yet exist, the UNESCO National Commission should bring the issue up for discussion by the national social planning bodies and education ministries. It is, however, recommended that where there is no national body concerned with adult education in general, the planning agencies and education ministries should establish such an institution, referring for this purpose to the UNESCO Recommendation for the Development of Adult Education.

It is recommended:

* that national organisations and agencies put counselling on their agendas and consider recommendations within the context of their local situation;

* that national directories or national "maps" of adult education agencies and services be developed. Such maps should include adult education opportunities available through the use of facilities in factories - for non-employees as well as employees - museums, libraries and other non-traditional locations;

* that such materials be used in the informational base for providing counselling and guidance services;

* that the study of existing information and guidance services be encouraged as a way of building a solid information base for elaboration of policies and training of practitioners;

* that governments, recognising the importance of developing counselling services, make funds available for programmes of counsellor training and for support of information and counselling services, and recognise and approve appropriate payment for adult education counsellor qualifications.

1977

Appendix 4

Visits to local projects

Conference participants visited the following examples of guidance provision as part of the conference.

Priesthill Adult Education Centre, situated in a large post 1945 housing estate on the outskirts of Glasgow, provides free informal adult education to traditional non-participants in this socially deprived area. Courses are ogranised in response to local need, and ongoing student guidance and support are available to all members of the local community. Former students voluntarily assist and support current students.

The Continuing Education Gateway enables students to find appropriate, quality, up-to-date information and advice on the range of learning opportunities available throughout the region of Strathclyde. It operates via a free telephone helpline service and over seventy local advice points, using new technology to facilitate continuity of information and trained staff to offer personal advice and guidance.

The Scottish Wider Access Programme is designed to encourage adults without traditional entrance qualifications to participate in further and higher education. There are a variety of preliminary short courses, or direct entry to guaranteed places on full courses covering a wide range of subjects and ultimate qualifications. Guidance is a major aspect of the programmes.

The John Wheatley College is a very new method of providing adult education for the Greater Easterhouse and East End of Glasgow community and local employers. Provision is by outreach work in 35 local centres, both full and part time, day and evening.

Westwood Training Services Ltd is a training agent under the government-funded Employment Training scheme. Its remit is to help people assess their training needs and explore the training opportunities available. Each participant receives a personal counselling interview, drawing up a personal Action Plan. Trainees are matched with Training Managers who provide appropriate training.

Appendix 5

Wider Horizons, Wider Choices: Educational Guidance for Adults in an Expanded Europe

NAMES AND ADDRESSES OF PARTICIPANTS

Mr Oktai ABDOULLAEV, Associate Professor, Diplomatic Academy the All-Union Znanie 2 Society, 4, proyezd Serova, Moscow, Soviet Union
Mr Kevin ALLEN, Adviser, The British Council, 10 Spring Gardens, London SW1A 2BN, England
Mr Hans-Ulrich AMBERG, Director of Swiss Federation for Adult Education, Oerlikonerstrasse 38, 8057 Zurich, Switzerland
Ms Carole BARNES, Development Officer, National Educational Guidance Initiative, UDACE, YHAFHE, Bowling Green Terrace, Leeds, LS11 9SX, England
Mr Bill BAX, Director, European Bureau of Adult Education, PO Box 367, 3800 AJ Amersfoort, The Netherlands
Dr Eva BELABED, Deputy Director, Institute of Social and Economic Research, Weingartshofstrasse 10, 4020 Linz, Austria
Ms Hilary BENNISON, Adult Careers Adviser, Newcastle-upon-Tyne Careers Service, The Careers Centre, College Street, Newcastle-upon-Tyne, England
Ms Berni BRADY, President, AONTAS, 65 Fitzwilliam Square, Dublin 2, Republic of Ireland
Ms Liz CAMPBELL, Administrative Assistant, Scottish Institute of Adult and Continuing Education, 30 Rutland Square, Edinburgh, EH1 2BW, Scotland
Mr Peter CLYNE, Director, Community Services, London Borough of Richmond upon Thames, York House, Richmond Road, Twickenham, TW1 3AA, England
Mr Brendan CONWAY, Chief Executive Officer, County Kilkenny Vocational Education Committee, Cashel House, Kells Road, Kilkenny, Republic of Ireland
Ms Jil CUTHBERG, County Co-ordinator for Educational Guidance for Adults, Cumbria County Council, Education Department, 5 Portland Square, Carlisle, Cumbria, CA1 1PU, England
Ms Jan DAVIDSON, Senior Development Services Manager, Work Start Ltd, Midmill Offices, Pitkerro Road, Dundee, DD4 8HD, Scotland
Ms Anne DOCHERTY, Chair, National Association of Educational Guidance Services, The Mews Cottage, 7 Botanic Crescent Lane, Glasgow, G20 8AA, Scotland
Ms Marietta DRAIN, Adult and Continuing Education Field Officer, Southern Education and Library Board, The Mall, Armagh, BT61, Northern Ireland
Dr Dorothy EAGLESON, c/o Educational Guidance Service for Adults, Room 208, Bryson House, Bedford Street, Belfast, BT2 7FE, Northern Ireland
Mr Alexander FERRIER, Assistant Principal, Inverness College of Further and Higher Education, Longman Road, Inverness, Scotland
Ms Aileen FINLAY, Co-ordinator, Continuing Education Gateway, 199 Nithsdale Road, Glasgow, G41 5EX, Scotland
Ms Jaroslava FISEROVA, Associate Professor, Faculty of Pedagogics, Charles University, Gorki Square 23, 112 82 Prague, Czechoslovakia
Dr Oldrich FRANC, Associate Professor, Faculty of Pedagogics, Charles University, Gorki Square 23, 112 82 Prague, Czechoslovakia
Dr Elisabeth GERVER, Director, Scottish Institute of Adult and Continuing Education, 30 Rutland Square, Edinburgh, EH1 2BW, Scotland
Professor Brian GROOMBRIDGE, Professor of adult education, Institute of Education, University of London, 20 Bedford Way, London, WC1H 0AL, England
Mr Laszlo HARANGI, Senior Research Fellow for Adult Education, Research Institute for Culture, 1251 Corvin ter 8, Budapest, Hungary
Ms Elspeth HARKINS, Development Officer, Scottish Wider Access Programme (West of Scotland), 190 Cathedral Street, Glasgow, G4 0ND, Scotland

Ms Lesley HART, Co-ordinator of the Extension Programme, Continuing Education Centre, University of Strathclyde, McCance Building, Richmond Street, Glasgow, G1 1XQ, Scotland

Ms Georgina HOLMAN, Assistant to County Co-ordinator, Cornwall Educational Guidance Service, Lemon Quay, Truro, Cornwall, TR1 2NG, England

Mr Andy HUGMAN, Chief Executive, Work Start Ltd, Midmill Offices, Pitkerro Road, Dundee, DD4 8HD, Scotland

Mr Philip HYGATE, County Co-ordinator, Cornwall Educational Guidance Service, Lemon Quay, Truro, Cornwall, TR1 2NG, England

Dr Tom INGLIS, Director, AONTAS, 65 Fitzwilliam Square, Dublin 2, Republic of Ireland

Mr Benny JACOBSEN, Assistant Inspector, Ministry of Culture, Vestergade 29-31, 1456 Copenhagen K, Denmark

Ms Eileen KELLY, Educational Guidance Service for Adults, Room 208, Bryson House, Bedford Street, Belfast, BT2 7FE, Northern Ireland

Ms Gitta KELNER, Research Fellow, National Centre for Cultural Innovation and Manager Training (KULTURINNOV), Szentharomsag ter 6, 1014 Budapest, Hungary

Mr Feroz KHAN, Head of Unit, London Educational Guidance Development Unit, 232 Vauxhall Bridge Road, London, SW1V 1AU, England

Mr Volker KODITZ, Bergheimerstrasse 139-151, PO Box 101505, D-6900 Heidelberg, West Germany

Mr Joop KRAMER, North Netherlands Polytechnic, Jansoneosstraat 54, 9702 NK Dreacaten, The Netherlands

Ms Sandra MACASKILL, Development Officer, Scottish Community Education Council, West Coates House, 90 Haymarket Terrace, Edinburgh, EH12 5LQ, Scotland

Ms Margaret MACLACHLAN, Specialist Organiser, Strathclyde Regional Council, Education Department, 2 Tom-a-Mhoid Road, Dunoon, Argyll, Scotland

Ms Maura MAGINN, Head of Department of Adult and Community Education, Rupert Stanley College, Tower Street, Belfast, BT5 4FH, Northern Ireland

Mr Mike MAKOSCH, Head of Languages Department, Co-ordination office of the Club Schools, KOST, MGB, Postfach 266, CH-8031 Zurich, Switzerland

Ms Patricia MCDERMOTT, Regional Field Officer, NIACE REPLAN, The Town Hall, Walkden Road, Worsley, Manchester, M28 4QE, England

Ms Annette MCGEE, Cousellor, Dublin City University, Glasnevian, Dublin 9, Republic of Ireland

Ms Elaine MCLAREN, Access Co-ordinator, Stow College, 43 Shamrock Street, Glasgow, G4 9LD, Scotland

Mr Stephen MCNAIR, Director, Unit for the Development of Adult Continuing Education, Christopher House, 94B London Street, Leicester, LE2 0QS, England

Mr Wesley DE MENDONCA, Head of Youth and Community Service, London Borough of Brent, 2nd Floor, 356-368 High Road, Wembley, Middlesex, HA3 6BX, England

Mr George METCALFE, Regional Organiser of Informal Further Education, Fife Regional Council, 42 Aberdour Road, Dunfermline, Fife, KY11 4PE, Scotland

Ms Sandra MIDDLETON, Strathclyde Project Co-ordinator APL, Continuing Education Gateway, 199 Nithsdale Road, Glasgow, G41 5EX, Scotland

Mr Harry MITCHELL, Officer for Scotland, Council for National Academic Awards, 9A Ledcameroch Road, Bearsden, Glasgow, Scotland

Mr Jeremias MORAGUES BENAVENT, Programa EPA, Conselleria de Cultura, Educacion y Ciencia, Avda Campanar 32, Valencia 46015, Spain

Mr Kenneth MUNRO, Head of Office, European Commission, 7 Alva Street, Edinburgh, Scotland

Ms Leni OGLESBY, President, European Bureau of Adult Education, Arts Tower, Floor 9, University of Sheffield, Sheffield, S10 2TN, England

Mr Tapani OJASTI, Director, Helsinki Metropolitan Area Professional Training Centre, PO Box 67 00391 Konslankuja 1-3, 00390 Helsinki, Finland

Mr Kevin QUINN, Manager, Programme Development FAS, 27-33 Upper Baggot Street, Dublin 2 Republic of Ireland

Dr Jindrich RAJNOCH, Teacher trainer, Institute for in-service teacher education, Myslikova 7, Prague 1, Czechoslovakia
Dr Joan REES, Senior Information Officer, Network Scotland Limited, Continuing Education Gateway, 199 Nithsdale Road, Glasgow, G41 5EX, Scotland
Ms Els RIENSTRA, Director, Alida de Jong School
Ms Vivienne RIVIS, Head, National Educational Guidance Initiative, UDACE, YHAFHE, Bowling Green Terrace, Leeds, LS11 9SX, England
Ms Jackie SADLER, Principal Guidance Officer, Croydon Adult Learning Advice Centre, Room G19, Croydon College, College Road, Croydon, England
Ms Caroline STRINGER, Educational Guidance Worker, Educational Guidance Unit, Careers Centre, College Street, Newcastle-upon-Tyne, NE1 8DX, England
Mr TOUMI, Groupe d'etudes et de recherche pour l'education des adultes, 14 rue Senit-Benoit, 75006 Paris, France
Dr Rene CADERIUS VAN VEEN, RECOG, Post Office Box 245, 9670 AE Winschoten, The Netherlands
Mr Peter DE VREEDE, Principal, Oud Poelgeest, Poelgeesterweg 1, 2340 BC Oegstgeest, The Netherlands
Mr Ulrich WALTER, Rostocker Strasse 16, Berlin 1095, East Germany
Mr Sam WATT, Vice-Principal, Rupert Stanley College, Ormeau Embankment, Ravenhill Road, Belfast, BT6 8GZ, Northern Ireland
Dr Heinrich WENIDOPPLER, Leader, Department of Educational Planning, Berufsforderungsinstitut Upper Austria, Raimundstrasse 3, A-4020 Linz, Austria
Ms Maura WILSON, Head, Community Education Development Unit, EDS North, Monsall Road, Monsall, Manchester, M10 8NP, England
Ms Tineke WITTEVEEN, Member of Dutch Parliament
Mr Daniel WITZIG, President of the Swiss Federation for Adult Education and Director of the Co-ordination Office of the Club Schools, KOST, MGB, Postfach 266, CH-8031 Zurich, Switzerland